



**California Energy Commission
August 17, 2026 Business Meeting
Backup Materials for 2025 Building Energy Action Plan**

The following backup materials for the above-referenced agenda item are available as described below:

1. Proposed Resolution, attached below.
2. Final Commission Report, attached below, and available at [California Building Energy Action Plan | California Energy Commission](#).
3. California Environmental Quality Act (CEQA) analysis, attached below.

For the complete record, please visit: [23-DECARB-03](#).

To stay informed about this project and receive documents as they are filed, please subscribe to the proceeding Topic, which can be accessed here: [Energy Efficiency in Existing Buildings | California Energy Commission](#). The Topic sends out email notifications and direct links when documents are filed in the proceeding docket.

CALIFORNIA ENERGY COMMISSION

PROPOSED RESOLUTION: 2025 California Building Energy Action Plan – Final Commission Report

RESOLUTION NO: 26-0817-XX

WHEREAS, the first Energy Efficiency Action Plan was required by California Assembly Bill 758 (Skinner, Chapter 470, Statutes of 2009) and was adopted in 2015. The 2021 Energy Efficiency Action Plan, the most recent version, was covered in two documents: 1) The 2021 California Building Decarbonization Assessment, and 2) The final 2021 Integrated Energy Policy Report Volume I Building Decarbonization. Since then, building energy efficiency and decarbonization have assumed a more prominent role in efforts to cost-effectively reduce greenhouse gas emissions, improve public health, and address longstanding energy equity concerns, and

WHEREAS, in 2015, California legislature set an ambitious goal to achieve a statewide cumulative doubling of annual energy efficiency savings and demand reductions in electricity and gas end uses by January 1, 2030, as far as is feasible and cost-effective. As required by Senate Bill 350 (De León, Chapter 547, Statutes of 2015), the California Energy Commission (CEC) regularly assesses the state's progress toward this goal, and

WHEREAS, Senate Bill 306 (Caballero, Chapter 387, Statutes of 2023) directed CEC to describe the status of the Equitable Building Decarbonization (EBD) Program. SB 306 requires the CEC to submit an annual status report on the EBD Program containing, at a minimum, the following information:

- Selected administrators.
- Number of residents and buildings provided with low- and zero-cost projects.
- Number of each project type implemented.
- Estimated reductions of greenhouse gas emissions.
- Locational distribution of expenditures by county and region.

WHEREAS, the 2025 Action Plan fulfils the requirements of AB 758 by providing a periodic update on the status of the Existing Buildings Program . The report identifies challenges and makes recommendations to legislators, advocates, researchers, the U.S. Department of Energy, and other stakeholders about what's needed to move existing building energy efficiency and decarbonization forward in California, and

WHEREAS, the 2025 Action Plan fulfils the requirements of SB 350 by providing an update on progress toward energy efficiency doubling targets set out in SB 350. To update on the progress toward doubling energy efficiency savings in electricity and gas, CEC staff used the same method and tools from the 2019 Energy Action Plan for accounting, aggregating, and projecting energy efficiency savings. This method was improved in 2021 to include new efficiency programs and electrification efforts.

CEC staff updated historical data and projected potential savings based on recent program activities and on changes adopted in the 2022 and 2025 Building Energy Efficiency Standards. CEC staff used data from IOUs and POUs to update historical savings. For future savings, CEC staff relied on projections from the Additional Achievable Energy Efficiency and Additional Achievable Fuel Substitution in the 2023 IEPR, and

WHEREAS, the 2025 Action Plan fulfils the requirements of SB 306 by describing the status of the Equitable Building Decarbonization (EBD) Program, as an appendix. The CEC has developed the EBD Program through a public and transparent process to ensure the program will provide benefits and meaningful results that will help California reach its decarbonization goals; and

WHEREAS, that the CEC has reviewed the staff California Environmental Quality Act (CEQA) findings contained in the CEQA memo included as supporting materials for this item.

THEREFORE, THE CALIFORNIA ENERGY COMMISSION FINDS:

With regard to CEQA:

The approval of the 2025 Building Energy Action Plan is not subject to CEQA because the CEC's findings do not meet the definition of a "project" as it is not an activity that establishes any commitment to any specific project which may result in a potentially significant physical impact on the environment (CCR, Title 14, section 15378(b)(4)), and even if it is a project, it is exempt from CEQA pursuant to the Common-Sense Exemption (CCR, Title 14, section 15061(b)(3)) because it can be seen with certainty that there is no possibility that the activity will have a significant effect on the environment.

FURTHER BE IT RESOLVED, the CEC hereby accepts, approves, and adopts the Final 2025 California Building Energy Action Plan, and the Appendix, incorporating any changes presented and adopted today along with any non-substantive changes such as typographical corrections and directs CEC staff to make the document accessible to state, local, and federal entities, the public, and the Legislature. All documents and other materials can be found at the CEC, 715 P Street, Sacramento, California, 95814 in the custody of the Docket Unit and online in [Docket number 23-DECARB-03](https://efiling.energy.ca.gov/Lists/DocketLog.aspx?docketnumber=23-DECARB-03), <https://efiling.energy.ca.gov/Lists/DocketLog.aspx?docketnumber=23-DECARB-03>; and

FURTHER BE IT RESOLVED, that, the CEC delegates the authority and directs CEC staff to take, on behalf of the CEC, all actions reasonably necessary, including making any additional non-substantive edits or error corrections, to have the report published or otherwise made available to all interested parties.

APPROVED AND ADOPTED this 17th day of 08 2026, by the following vote:

AYE:

NAY:

ABSENT:

ABSTAIN:

CERTIFICATION

The undersigned Secretariat to the CEC does hereby certify that the foregoing is a full, true, and correct copy of a resolution duly and regularly approved and adopted by the affirmative vote of the CEC at a meeting held on MM DD, YYYY.

Kim Todd
Secretariat



MEMORANDUM

TO: Docket 23-DECARB-03

FROM: Scott Blunk, Deputy Director, Existing Buildings & Appliances

SUBJECT: Basis for finding that the action of approving the 2025 California Building Energy Action Plan is not a project or is otherwise exempt from the California Environmental Quality Act under the Common-Sense Exemption.

DATE: August 7, 2026

I. California Environmental Quality Act (CEQA)

The California Environmental Quality Act (CEQA) Public Resources Code (PRC) sections 21000 et seq., see also CEQA Guidelines, California Code of Regulations (CCR), Title 14, sections 15000 et seq.) requires that state agencies consider the environmental impact of certain discretionary decisions. CEQA allows certain projects to be exempted from its requirements. Of relevance here, and discussed further below, is the Common-Sense Exemption (CCR, Title 14, section 15061(b)(3)).

II. The California Building Energy Action Plan (the Proposed Action)

The California Energy Commission (CEC) published the Existing Buildings Energy Efficiency Action Plan in 2015 to fulfill the requirements of Assembly Bill 758 (Skinner, Chapter 470, Statutes of 2009). The action plan was updated in 2016 and 2019. For 2021, the action plan was incorporated into the Integrated Energy Policy Report as a separate volume. The 2025 California Building Energy Action Plan (2025 Energy Action Plan) (the Project) updates statewide strategies for existing building decarbonization. The 2025 Energy Action Plan presents a statewide, multiagency perspective on ways to achieve greater decarbonization of existing buildings through improved energy efficiency, electrification, and supporting strategies. The analysis that supports the recommendations is broken into 21 topics.

The 2025 Energy Action Plan fulfills the mandates in California Public Resources Code Sections 25310, subdivision c, 25403, subdivision c, and 25943, subdivision f and incorporates the status report on the CEC's Equitable Building Decarbonization program, required by Senate Bill 306 (Caballero, Chapter 387, Statutes of 2023), as an appendix.

On August 7, 2026, CEC staff recommended the CEC approve 2025 Energy Action Plan. The CEC is considering approving the 2025 Energy Action Plan at the CEC's August 17, 2026, Business Meeting.

III. CEC approval of the 2025 Energy Action Plan is not a CEQA project.

A "project" under CEQA is defined as the "whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment" (CCR, Title 14, section 15378(a)). The definition of "project" does not include:

The creation of government funding mechanisms or other government fiscal activities, which do not involve any commitment to any specific project which may result in a potentially significant physical impact on the environment.
[CCR, Title 14, section 15378(b)(4).]

The 2025 Energy Action Plan provides an assessment of California existing activities related to energy conservation, energy efficiency, flexible demand, and other energy management in the built space. Additionally, the report provides recommended action, "but does not involve any commitment to any specific project which may result in a potentially significant physical impact on the environment." Therefore, approval of the 2025 Energy Action Plan does not meet the definition of a project and is not subject to CEQA.

IV. If CEC's approval of the 2025 Energy Action Plan were considered a project, it is exempt from CEQA under the Common-Sense Exemption.

Even if considered a project under CEQA, the CEC's approval of the 2025 Energy Action Plan is exempt from CEQA under the Common-Sense Exemption. The Common-Sense Exemption states that, "Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA" (CCR, Title 14, section 15061(b)(3)). A "significant effect on the environment" is defined as a "substantial, or a potentially substantial, adverse change" in the environment, and does not include an economic change by itself (Public Resources Code, section 21068; CCR, Title 14, section 15382).

The Common-Sense Exemption would apply as it can be seen with certainty that there is no possibility that the CEC's approval of the 2025 Energy Action Plan will have a significant effect on the environment (CCR, Title 14, sections 15061(b)(3) and 15061(a)). As discussed above, the 2025 Energy Action Plan summarizes existing activities throughout California and is a legislatively mandated report. It does not require or commit the state or any political subdivision to engage in any specific activity. For these reasons, the CEC's approval of the 2025 Energy Action Plan is not subject to CEQA under the Common-Sense Exemption, section 15061(b)(3).

V. Conclusion

As provided above, the approval of the 2025 Energy Action Plan is not subject to CEQA because the CEC's findings do not meet the definition of a "project" as it is not an activity that establishes any commitment to any specific project which may result in a potentially significant physical impact on the environment. Even if it is a project, it is exempt from CEQA pursuant to the Common-Sense Exemption (CCR, Title 14, section 15061(b)(3)) because it can be seen with certainty that there is no possibility that the activity will have a significant effect on the environment.